DOCUMENT RESUME

ED 207 778 RC 012 957

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TITLE Approaches to Rural Development: The Guelph Experience.
PUB DATE 18 Aug 81
NOTE 37p.; Paper presented at the Annual Meeting of the Rural Sociological Sociological Society (Guelph, Ontario, Canada, August 18-23, 1981).

EDRS PRICE MF01/PC02 Plus Postage.
DESCRIPTORS Adoption (Ideas); Change Agents; *Change Strategies; *Community Development; *Community Involvement; Consultation Programs; Cooperative Programs; Extension Agents; Extension Education; Foreign Countries; Needs Assessment; Outreach Programs; Pilot Projects; Postsecondary Education; *Rural Development; Rural Extension; School Community Relationship; *Technical Assistance
IDENTIFIERS *Guelph Rural Development Outreach Project; Ontario; *University of Guelph (Ontario)

ABSTRACT

Selected concepts and theoretical orientations were identified and applied to the Guelph Rural Development Outreach Project, formed in 1976 to give leadership in the evolvement of a more comprehensive and integrated approach to rural development in Ontario. Huron County (a traditional rural agricultural area), Halton Region (an area characterized by substantial urban encroachment because of its proximity to Metropolitan Toronto), and Moose Factory Island (an area of isolated small communities and limited agricultural production, dominated by forest and mineral extraction industries) served as pilot areas for demonstration and experimentation of concepts, particularly the concept of integrated rural development. The adoption-diffusion process, involving the phases of awareness, interest, evaluation/acceptance, trial, and adoption, proved particularly important in introducing agricultural extension programs. Directive and non-directive leadership approaches, ranging from dominance to consultation, partnership to dialogue, were utilized. A stated guideline was to follow a grassroots approach. Evolutionary, structural, and institutional approaches were adopted respectively in Huron County, Halton Region, and Moose Factory Island. Needs assessment, whether involving formal community and service agency surveys and group workshops as in Huron or innovative videotape presentations and audience responses as in Halton, was considered essential to the community development process. (NEC)

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APPROACHES TO RURAL DEVELOPMENT:

The Guelph Experience

by

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A Paper prepared for presentation at the Annual Meetings of the Rural Sociological Society, University of Guelph, August 18-23, 1981.

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INTRODUCTION

The purpose of this paper is to identify and apply selected concepts and theoretical orientations to the Guelph Rural Development Outreach Project (RDOP). Only a brief description of the Project will be provided here as it has already been described elsewhere (Findlay, Gilmor and Cebotarev, 1980) and (Cebotarev and Fuller, upcoming).

The Guelph RDOP was formed in 1976 as the culmination of negotiations initiated in the early 1970's by a small self-selected group and later, in 1974, by a formal university committee. It was the belief of the advocators that the University had a responsibility to give leadership in the evolvement of a more comprehensive and integrated approach to rural development in Ontario and that the University of Guelph and its faculties were in a particularly advantageous position to help facilitate the evolvement of such a program.

The University of Guelph and its founding colleges -- the Ontario Agricultural College, the Ontario Veterinary College and the College of Home Economics (now the College of Family and Consumer Studies) -- has enjoyed a long tradition of interaction with the residents of rural Ontario. It continues to have close working relationships with the Ontario Ministry of Agriculture and Food in respect to research and extension in the fields of Agriculture, Veterinary Science and Family and Consumer Studies. The intent of the Project has been to complement existing extension/outreach programs in areas of need toward the development of an enhanced quality of life for rural people.

Two pilot areas were selected on the basis of a carefully devised set of criteria. Huron county represents a traditional rural agricultural area while Halton Region represents an area characterized by substantial urban encroachment because of its close proximity to Metropolitan Toronto. A third pilot area in Northern Ontario has subsequently been selected. The latter area is characterized by dominance of forestry and mineral extraction industries with limited agricultural production and by isolated small communities (many of them being one industry towns) with a few intermediate level cities which serve the hinterland. The term "pilot" in this case does not only signify the application of known knowledge to a specific situational context for purposes of demonstration and diffusion to other areas but also a degree of experimentation. Case studies based on these pilot areas are intended to serve as learning tools for rural development activities elsewhere. Not only can we learn from their successes but also from their mistakes and failures.

A CONCEPT OF RURAL DEVELOPMENT

The definition and conceptualization of Rural Development continues to provide problems for all concerned. In part, this is a factor of the distinction between urban and rural development and, in part, a factor of its complexity. This becomes evident when it is recognized that rural development subsumes many of the same concerns, services, and programs as does urban development applied to non-metropolitan areas but including the hamlets, villages, towns and small to intermediate cities that have a continuing close interrelationship with the rural countryside around them.

Ball has defined Rural Development as:

> The process of improving the level and distribution of opportunities among rural residents for achieving adequate income, physical environment, services, facilities and participation in collective decision-making. (Blackburn, 1974:1).

Rural Development subsumes both the notion of "process" and that of "goals and objectives" in respect to its various dimensions (see Figure I).

INTEGRATED RURAL DEVELOPMENT

The concept of integrated rural development postulates that rural development comprises a number of complementary dimensions. Arthur Mosher, when considering the agricultural sector specifically, identified five complementary elements of a progressive rural structure:

1. Market towns containing outlets where farmers can purchase production supplies and equipment and markets where farmers can sell their products;
2. Rural roads to expedite and reduce the cost of the flow of commodities, information and all sorts of rural services;
3. Local verification trials that determine the best farm practices in the light of local conditions;
4. An extension service through which farmers can learn about and learn how to use new technology; and
5. Credit facilities to finance the use of production inputs (Mosher, 1969:(x-xi).

Mosher also places emphasis on the provision of "rural welfare" in terms of the needs of rural communities in respect to physical levels of living, group amenities and activities, opportunities for involvement and participation and regulations governing the rights of man with respect to the use of land.

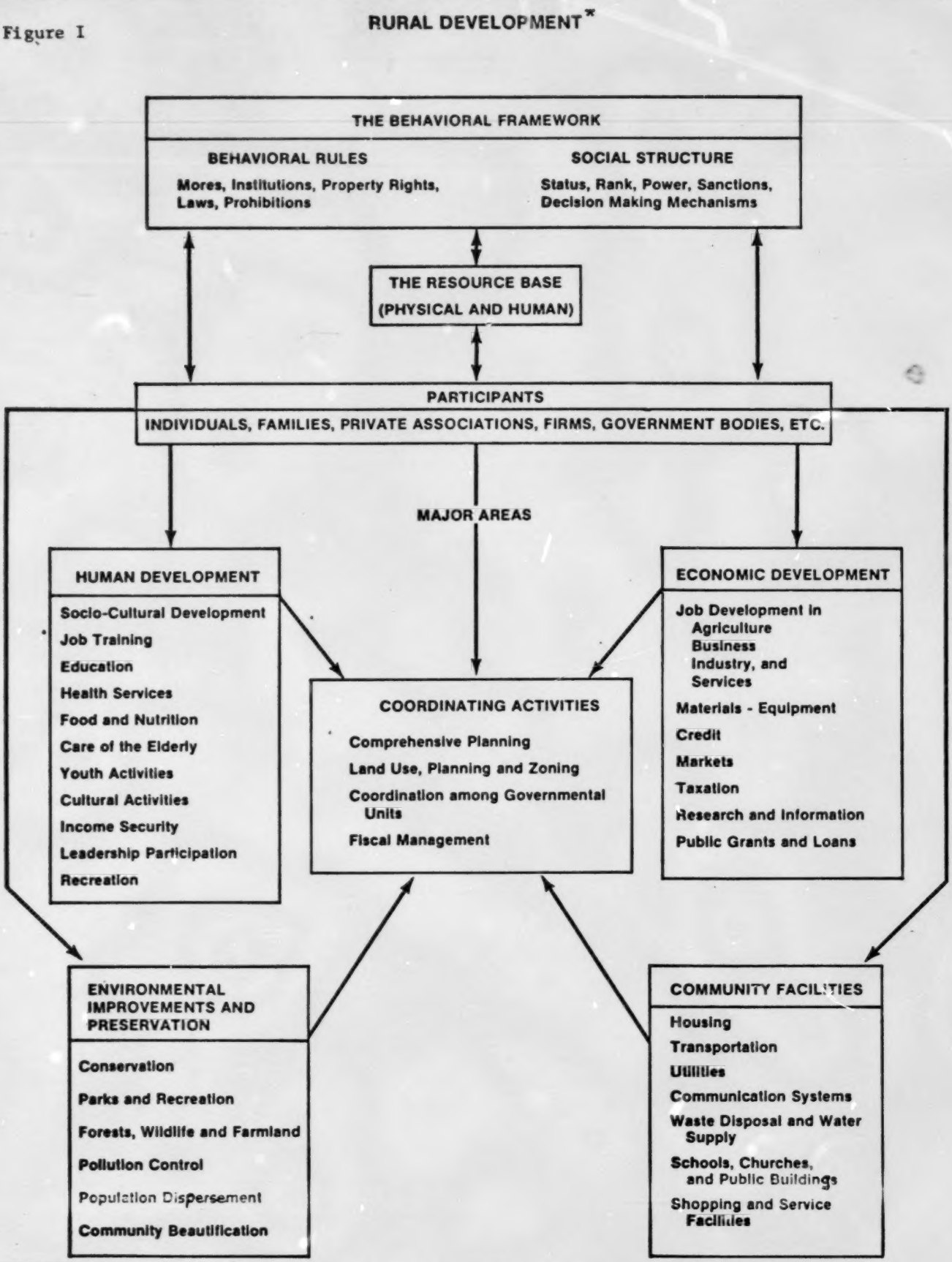
In an attempt to identify the dimensions of an integrated rural development, the organizers of the Guelph Workshop on Priorities for Rural Development (Blackburn, 1974) fashioned the schema presented in Figure I which has been utilized by the RDOP for purposes of conceptualizing rural development in rural communities in Ontario. The schema identifies the physical and human resource base in terms of behavioral rules and social structure and in terms of individual, household, private association, firms and government participants. It also identifies four major goal areas: 1) human development, 2) economic development, 3) community facilities and 4) environment improvements and preservation. A fifth major goal area -- coordinating activities -- serves to coordinate functions represented in the first four areas through such activities as comprehensive planning, land use planning and zoning, coordination among governmental units and through fiscal management.

While the interest of the RDOP was to help facilitate an integrated approach to rural development in the pilot area, because of its policy of complementing existing programs without a coordinating mechanism to fully operationalize activities with other agencies, it may be questioned if the RDOP program can be said to be fully integrative. Also time and scope has required emphasis to be placed on identified priorities as opposed to a broad-based program in most cases. A number of the activities in Northern Ontario may be exceptions if allowed to continue long enough.

PLANNED CHANGE

The inevitability of change has been generally acknowledged; "the world alters as we walk in it". (Oppenheimer, 1955: (10-11). In keeping with Bennis et al (Bennis, 1976) the RDOP is concerned with planned and

Figure I



*Schema fashioned by Workshop Planning Committee of D.J. Blackburn, G.L. Brinkman, E.A. Cebotarev, E.W. Findlay & W. van Vuuren, University of Guelph, January 1974

directed change and with the idea that people can effect change in their society. Bennis tells us that knowledge which is useful for development is knowledge of an applied nature:

> The planful application of valid and appropriate knowledge in human affairs for the purpose of creating intelligent action and change ----- conscious, deliberate, and collaborative effort to improve the operations of the human system, social system, or cultural system, through the utilization of valid knowledge. (Bennis, 1976:2)

Also in accord with Bennis, (Bennis, 1976:4), the RDOP espouses the cooperative and collaborative aspects of planned change -- collaboration between change agent and client, among clients and among change agents. Nevertheless, the degree of directive and non-directive leadership has varied with different projects. The ideas and concepts relating to the degree of directiveness or non-directiveness will be discussed later in the paper.

THE ADOPTION-DIFFUSION PROCESS

It is questionable whether the adoption-diffusion process was of paramount importance in the minds of RDOP staff initially. And yet, as a process of attitudinal change which is central to the teaching-learning process in formal and informal situations alike, it becomes of central importance in a discussion of outreach processes.

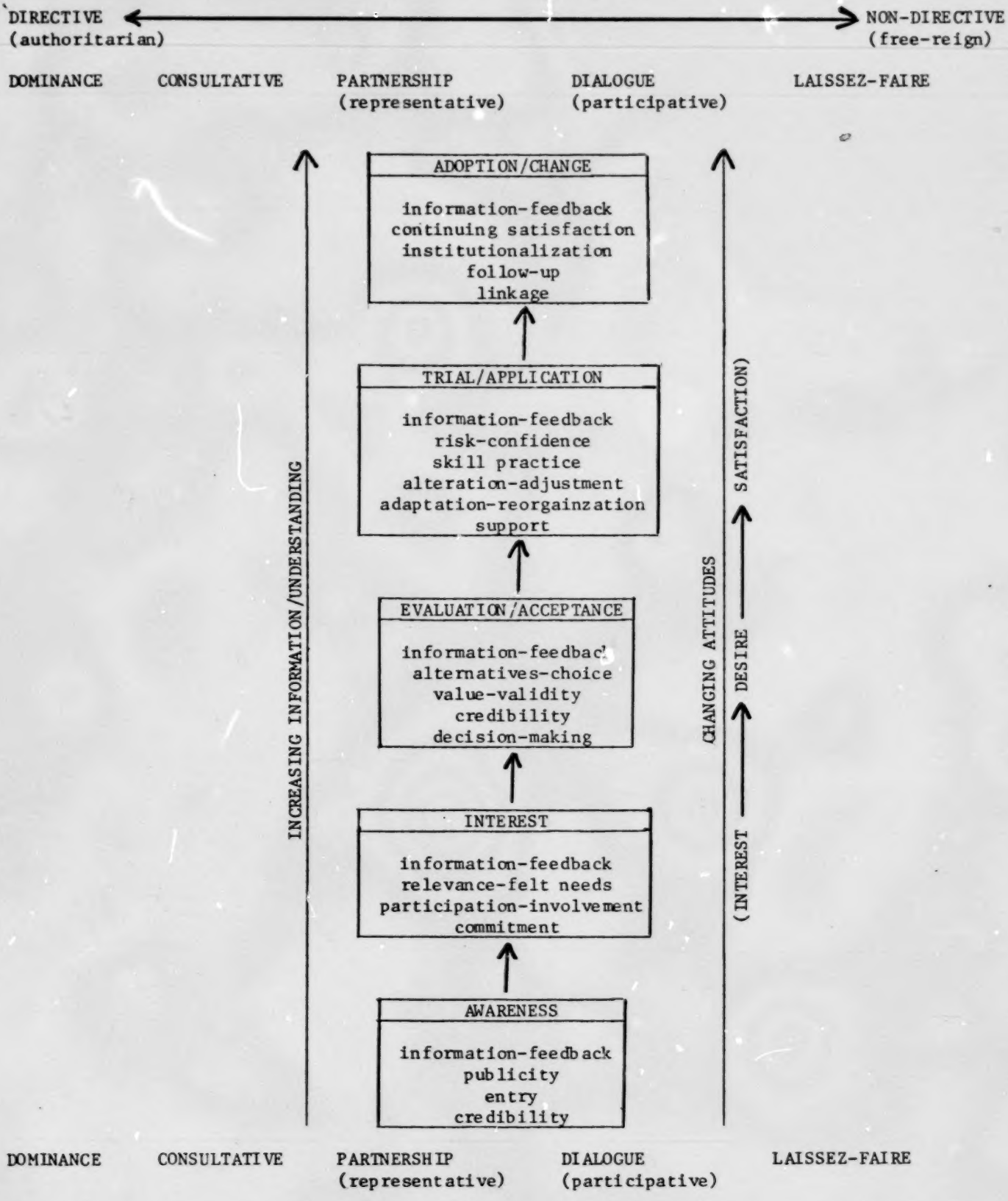
Diffusion, of course, refers to that process whereby specific ideas or practices are spread throughout the whole area (i.e. county, community, society) whereas adoption is an individual process related to the acceptance and adoption of practices by the individual. While learning is at the core of the adoption process (and thus it is fundamentally a process associated with the individual system) the writer has taken the liberty of

adapting the ideas developed originally by Everett Rogers (Rogers and Shoemaker, 1971) and Herbert Lionberger (Lionberger, 1960) to suggest applicability at the community or societal level (even though it is recognized that there may be no such phenomenon as group learning).

Figure II presents the phases in the adoption process in association with a continuum of leadership styles or approaches. The extension worker, no doubt, sees the adoption process as a very democratic one characterized by persuasion as opposed to manipulation as elucidated by Leagans (Leagans and Loomis, 1971:142-143) and by Frey (Leagans and Loomis, 1971:228-272). Nevertheless, the distinction between persuasion and manipulation can be very subtle indeed. The broader implications of processes of attitudinal change inferred by the various phases of the adoption process lay the process open to a range of degrees of manipulation ranging from Skinnerian stimulus-response models (Skinner, 1948) and (Skinner, 1971) to Freirian concepts of dialogue and concientizacion (Freire, 1968).

To the degree that the change agent in the process of communicating information to the client system fails to elucidate,or at least expose, all of the alternatives and their operationalization as they apply to the client system, to that extent there can be said to be some degree of manipulation. Agricultural extension programs frequently involve the recommendation and advocacy of specific cultural practices and, indeed, the farmers expect and demand such recommendations. Such behavior is typical of agent-client systems where a high degree of credibility and trust has been developed over time. It is, of course, open to abuse but such abuse is likely to lead to loss of agent/agency credibility over time and thus the loss of the special relationship. It must, of course, be recognized that innovations

Figure II INTERRELATIONSHIP OF ADOPTION OF INNOVATION/CHANGE PROCESS WITH LEADERSHIP APPROACHES



may be rejected at any time based on the information available to the client's system at any point in time. Figure II does not illustrate this.

It is the belief of the writer that the grid structure provided in Figure II (or some adaptation of it) can facilitate the analysis of the various procedures and projects with which the Guelph RDOP has been involved. Clearly, different projects have exhibited differing degrees of directiveness or non-directiveness in the relationship between the university and the client systems as well as differing levels or degrees of "grass-roots" involvement. Before proceeding to a further discussion of leadership approaches the various phases of the adoption process and relevant concepts arising will be briefly discussed.

Awareness

The first phase in the adoption of innovation involves exposure of the new information, idea, or procedure to the target audience. Dependent upon the situation, this may involve the use of mass, group or personal contacts, whatever is most appropriate to bring the innovation to their attention under the specific circumstances. Two important related concepts as they apply to the Guelph RDOP experience are "entry" and "credibility".

Entry:- The process of entry refers to the acceptance of the agent by the client system, community or group. Of course, if the agent is already an accepted member of the client group this simplifies the process. It is usual for an outside agent to gain entry into a new or strange community through the auspices of individuals, or groups or agencies already members of the client group or accepted by them.

Credibility:- Closely associated with "entry" is credibility. For the innovation to be given attention by the client group, agent or agency, credibility is important. Some degree of trust and confidence is essential. This concept will be expanded under the evaluation/acceptance phase.

Clearly, entry into each of the pilot areas by the RDOP has varied somewhat but in each of the Huron and Halton pilot areas, initial contacts were with professional planners and then moved in different directions from there. In the Huron case, the coordinating committee tended to be dominated by the university community initially and "evolved" into one which was community based. The appointment of a Huron coordinator who was a local resident, the establishment of a local centre of activities and early activities associated with the needs assessment all facilitated general awareness, entry and the development of credibility of the Project. In the Halton case, a deliberate attempt was made to structure an autonomous local group much earlier through a series of carefully designed workshops.

An early task for the Project was to establish an awareness on the part of individuals and groups in the pilot areas, as well as in the university community at large, of how rural development was perceived so that each community could begin to associate its various aspects and dimensions with their own concerns.

Interest

Frequently, the development of interest goes hand-in-hand with the process of awareness and entry; but it involves specific behavior. As in any change process, one has to start "where the people are" in terms of level of understanding, needs and interests. If new ideas are to be

introduced, one must first establish that they have a direct bearing on their existing needs and interests of the people concerned. Through series of workshops which provided opportunity for input from a range of interest groups (farmers, rural businessmen, rural youth, rural women, the rural elderly and professionals who work with rural communities); a formal survey (in Huron) which served as a needs assessment; and through individual and organizational contacts by RDOP staff, a perception of local needs gradually evolved.

Felt and Unfelt Needs:- To establish interest, it is necessary to relate the innovation (frequently an unfelt need) to existing felt needs and interests. By working with "felt needs" -- those fully recognized -- the change agent/agency is frequently able to establish a degree of credibility that enables the pursuit of "unfelt needs" -- those not fully recognized by the client system. At times, the concept of "unfelt need" is questioned: How can there be a real need if it is not recognized by the people concerned? But one has only to refer to such areas as nutrition to realize that it is indeed possible for individuals or groups to have a need or lack of something (i.e. nutrients) without being fully aware of such deficiency.

In the case of the Guelph RDOP, it can be said that attention was given to needs recognized by the communities concerned while helping those communities to broaden their perception of rural development, its significance and its potential.

Relevance:- The development of interest is essentially that of relating the new (idea) to the old, or establishing the relevance of the innovation to existing felt needs and interests as already referred to above. This is a key concept, important in the process of motivation.

Participation, Involvement and Commitment:- Frequently, by involving the client system in early aspects of program/project planning, one gains commitment to the programs/projects developed. It is seen as "their" plan as they have participated in its formulation and, thus, they have a commitment to seeing its effective execution. Examples of this can be observed from an analysis of the RDOP projects.

Motivation:- Perhaps this is as good a point as any to include a brief reference to the basic concept of motivation. While space will not permit full justice to it, it cannot be omitted entirely. Our day-to-day actions toward the achievement of goals and incentives in the environment are stimulated by our inner drives, states of needs, or motives. To the extent we are able to achieve these environmental goals, to that extent we satisfy our inner motives. Maslow, for instance, (Maslow, 1970) has set forth a classification of needs in hierarchical form (physiological, safety, social, psychic and self-actualization needs) suggesting that the lower level needs (physiological and safety needs) must, in general, be met before the higher level needs are activated. Leonard Kazmier (Kazmier, 1974: 291) provides a useful representation of this process (Figure III).

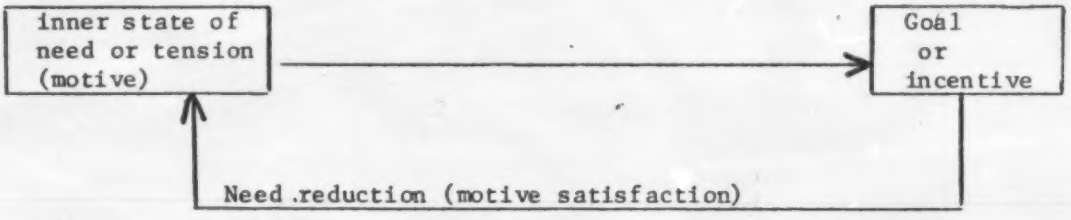


Figure III - The process of motivation (from Kazmier).

Evaluation/Acceptance

A third phase in the adoption process for purposes of analysis is that of evaluation and/or acceptance. Clearly, evaluation of innovation begins early in the process and continues through to some degree through the trial phase right up until adoption. To facilitate evaluation of innovation by the client system, the change agent must provide appropriate information such that will enable the client to compare the innovation with existing and alternative ideas, conditions or practices. If higher value is placed on the innovation when compared to the alternatives, the client may decide to tentatively accept it subject to its further trial.

Credibility:- While a degree of credibility is necessary for the change agent to gain entry into or acceptance by the client system, for purposes of evaluation, a number of aspects of credibility are essential. The innovation or technology must be established as credible; the change agent/agency must establish credibility as to competence or mastery in respect to the specific technology; the change agent must establish credibility in terms of his/her understanding of the specific conditions of the specific client system and the applicability of the particular innovation to those conditions; and finally, the change agents must establish credibility in respect to his/her own integrity (i.e. the degree to which he/she can be trusted with confidential personal information about the client's circumstances).

Information provided by the RDOP to the rural community in pilot areas, both directly and through observation of its behavior, have been important in influencing communities to accept and cooperate with the Project.

Erick Fromm has said:

> In order that any society may function well, its members must acquire the character which makes them want to act in the way they have to act as members of the society --- . They have to desire what objectively is necessary for them to do. Outer force is replaced by inner compulsion and by the particular kind of human energy which is chanelled into character traits. (Fromm, in American Sociological Review, IX, 1944).

Trial

Following tentative acceptance of the innovation (which really means that the client system has begun to develop a felt need for what was initially unfelt) the client may find it necessary to test out the ideas further by applying or adopting them to its own circumstances.

Risk Practice and Confidence:- There may be some degree of risk involved in its adoption or there may be a degree of skill involved. A period of trial can provide the opportunity needed to develop the necessary confidence in its application prior to full adoption.

Adaptation, Reorganization:- Communities may require time to test the adaptation of new ideas to their own circumstances or to provide an appropriate organizational structure to permit its adoption or for the appropriate change to take place. The change agent role is to help facilitate such activities.

The RDOP has helped facilitate this phase through workshops and conferences with group leaders in the pilot areas.

Adoption

For adoption to take place, the client must achieve continuing satisfaction through the implementation of the innovation. This amounts to the satisfaction of a felt need which has been acquired during the process.

Follow-up:- It is important that the change agent maintain a follow-up relationship with the client to ensure that no problems arise which may affect effective adoption.

Linkage:- Frequently, it is necessary for the change agent to provide linkages with other change agents/agencies to permit the continued development of the client system in similar or other directions. A range of agencies have been involved in the Guelph Project activities at various phases in the process.

Termination:- One of the goals of the Project has been to develop a continuing rural development process in the several pilot areas such that, with maturity and independence, the process will continue indepent of the RDOP as change agent.

Institutionalization:- The process of institutionalization is important in any process of change. Institutions may be defined as well-established and understood organized constellations of roles which fulfill functions for society or groups within a society (i.e economic, cultural or religious institutions). Where there are changes in the ways of doing things and in the role structure, value must be placed on these new patterns of behavior so that they become an accepted part of day-to-day behavior. Where this does not happen, change may only be temporary (Morse et al, 1969: 74-75).

DIRECTIVE AND NON-DIRECTIVE LEADERSHIP APPROACHES

Figure II comprises a continuum of leadership approaches in association with an adaptation of the process of adoption of innovation by client systems. The resulting grid permits an analysis of various styles of

intervention in the change process at individual and group levels. One of the underlying philosophies of the Guelph RDOP Project has been a non-directive approach. The on-going evaluation of the Project would suggest, however, that the various aspects and projects involved have been subject to varying degrees of directiveness and non-directiveness. This, in itself, is neither good nor bad as usually a flexible approach to leadership in adaptation to differing and changing circumstances is a sign of maturity. Nevertheless, judgment as to when to apply varing degrees of directiveness or non-directiveness is frequently difficult. It is frequently easier to go too far in controlling situations and doing things "for" the group than to exercise appropriate patience while facilitating the group to make its own decisions.

This paper makes no attempt to evaluate specific RDOP projects or the Project as a whole for that matter. Evaluation is in progress and it may be possible in six months to one year to make some objective comments in these respects.

The terminology for the five categories included in the grid have been somewhat arbitrarily chosen. Clearly, "dominance" is a matter of degree and occurs anywhere from the left of the mid-point on the scale. Also, the term partnership can be conceived to subsume a range of leader-follow relationships. However, they will serve for our immediate purposes. Let us look at each of the categories briefly.

Dominance:- It is unlikely that in a rural development project which professes to adhere to principles of community development that a high degree of dominance would be imposed. And yet it is all too easy in our hurried institutional pace to make arbitrary decisions at some points

quite unaware (at the time) of their overall implications for the process oriented approach. Patience is a virtue that is frequently slow to evolve. Of course, where there is dominance, the human resource will not be effectively developed and the energy-effects which should arise from self-motivating groups are not likely to evolve.

Consultation:- Consultation is, of course, a degree of dominance. The leadership asks questions of the client group and may or may not take the information gleaned from this process into account in making decisions which affect the group. Where the advice of the group is not taken, resultant projects may be less relevant and, therefore, less effective in their results. This may not always be the case, but where people are not a part of the process they are less commited and may eventually "walk away".

Partnership:- Partnership suggests equal input into decision-making processes by leader and follower alike. As used here, it does not involve full participation by the target group but may involve representation of the various interest groups. The effectiveness of relationships in this category is dependent on how effective the sub-group representatives are at eliciting the opinions of their respective interest groups; that is, on how fully they actually "represent" them.

Dialogue:- The term dialogue has been used in current literature to refer to the process of "mutual learning" by professional and citizen through continuing dialogue (Freire, 1968) and (Friedman, 1973). Freire refers to a process of 'conscientization" while Friedman is concerned with "transactive planning" and "learning cells". Those and other writers underscore the basic principle of "starting where the people are" in terms of knowledge and attitudes. While Friedman's writings might suggest an

equal relationship in the mutual learning process (a form of partnership), Freire emphasizes the facilitator/stimulator role of the change agent. The group must be facilitated in its self-learning process of discovery and subsequent decision-making. The question arises as to just how subtle that stimulation can be.

Clearly, the goal is the development of the human resource through meaningful dialogue and through self and mutual learning processes. This is not to say that leadership should not be flexible enough to utilize other leadership approaches when appropriate. The skill is in knowing when it is appropriate.

STAGE THEORY OF LEADER-FOLLOWER RELATIONS

Douglas Ashford (Ashford, 1967) has produced four ideological/environmental ideal models which represent four stages in developing nationalism. These models can be applied at the individual level as well as the societal level. While requiring more in-depth analysis than can be provided here, it is the writer's belief that the overall concept makes an additional contribution, not provided by other models. Figure IV provides a brief outline of the model.

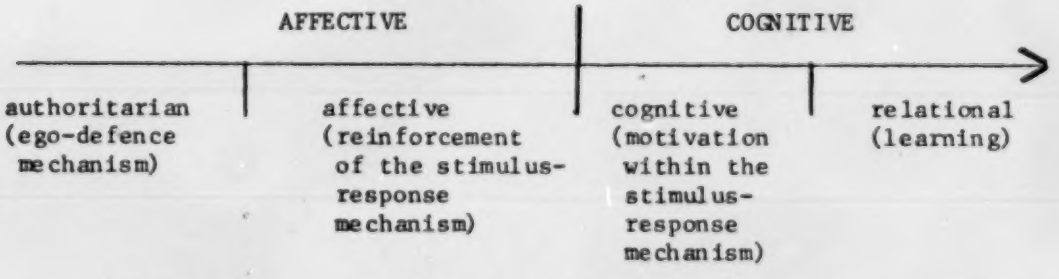


Figure IV - Representation of Ashford's four ideological/environmental ideal models representing four stages in developing nationalism.

The four models are as follows:

1. The authoritarian model
2. The identity model
3. The cognitive model
4. The relational model

1. The authoritarian model. In this model, which reflects an early stage of development, society is a completely dependent variable; there is no meaningful difference between the leader and the follower since they are emotionally identical. The system provides for no choice in social action with complete conformity to authority on the part of the individual and a complete disregard for the public on the part of the 'authority'. The individual's relationship to the environment is rigid and prestructured with the individual conforming to the sociopolitical structures through fear rather than through any application of personal values or individual choice.

2. The identity or affect model. In this ideal model the environment has been identified by the individual system but relationships are still largely fixed in accordance with perceptual rules. That is, there is an affective reconciliation of the personality system with society and a recognized need for change. The individual reasons independently of the leader but, despite this, he is still highly dependent on him with a high emphasis on conformity. The individual's choice in social action is largely externally determined although he would not admit this. The ideal psychological mechanism of this model is the reinforcement of the stimulus response mechanism as opposed to the ego-defense mechanism of the authoritarian model.

3. The cognitive model. This model represents a cognitive reorientation of the individual system with its environment so that behavior is guided by empirical rules. Choice is necessary for social action for which the criteria are known by definition. The 'fit' of individual values are manipulative as opposed to the mechanistic 'fit' of the identity model. The individual reasons independently of the leader while the leader's relationships with the public or social system are adaptive and partially dependent. The ideal psychological mechanism is motivation within the stimulus-response mechanism.

4. The relational model. This model represents a high level of development where the society has developed a capacity to judge itself through evaluative self-criticism. The test of performance is controlled within the society and is constantly changing. The central psychological model is that of learning. Choice is essential for the social action and social relationships. Individual values are latent with society represented by creative and highly experimental people. Environmental-individual relations are dynamic; there are no rules as there is manipulation of the rules themselves. Leader-follower relationships and the relationships of the leaders to the public or society at large are highly ambiguous and indeterminate. The individual escapes the control of the leader completely while the leadership becomes dependent on the public itself.

Ashford's models are accumulative in nature since each can include elements which are representative of the categories above it. Thus, in one nation or society, or in one individual representing that nation or society, it is possible to identify elements which reflect several or all of the models, depending on the state of development of the particular society, nation or individual.

Societies at higher levels of development are thought to be entering the stage of development represented by the relational model while societies at lower developmental levels might best be represented by one of the three preceding models. An understanding of leader/follower relation in terms of levels or stages of development, as described by Ashford's concept, would seem to be important to the professional leader in extension education and community or rural development, as a way of perceiving or analyzing relationships with client systems which may range from the highly progressive, creative and experimental to the complacent and backward among certain disadvantaged groups.

While the ideals represented by community development theorists would seem to be appropriate to Ashford's relational ideal stage model, it is clear that no society has yet been able to achieve this level.

GRASSROOTS APPROACH

Related to the directive-non-directive approaches is the "grassroots" approach. A stated guideline of the Guelph RDOP is to follow a grassroots approach. What one comes to realize is that there are degrees of grassroots activities. While it is not always feasible to deal directly with "the masses" the alternative is to work with organizations or groups which are representative of the people in the area. To what degree the grassroots criterion has been met in the various RDOP projects is currently being evaluated.

COMMUNITY DEVELOPMENT

A body of theory upon which the philosophy of the Guelph RDOP has been closely based is that associated with Community Development. Lee Cary (Cary, 1970:2) has identified six elements of community development:

1. The community as a unit;
2. The significance lent to local initiative and leadership;
3. The community development process-program is the heedful use of local and outside resources;
4. Participation represents the "open-ended" nature of the process that community development must assume, assuring that all individuals and groups may be accommodated into the developmental process.
5. C.D. as an organized comprehensive approach; and
6. C.D. as a democratic, rational, task accomplishment. Community development tends to avoid overly hasty change and emphasizes decisions and actions based on concensus and on the broadest possible participation of community members.

In practice, Community Development has fallen far short of realizing its high ideals. In a critique of the C.D. process to discern its limits as a substantial force in social change, Dan Chekki (Chekki (ed), 1979: 18) says that:

> Perhaps the most immediate problem of community development ---- is that as a given society becomes more industrialized, the community becomes less and less able to deal with the problems that emerge -- such as poverty, unemployment, economics, instability, population growth, imperialism, idealogical conflicts, etc. All must be dealt with on a broader front: regional, national and international.

and again:

> The ideal of broad-based inclusive participation is rarely attained. Apathy, withdrawal and complacency are pervasive attributes of post-industrial societies whose large autonomous powers of decision-making are far removed from the individual societal member ---- (but) interest and participation can indeed be mobilized (even) within these socio-economic groups who theoretically and logically should be the most apathetic, resentful and embittered. (Chekki, 1979: 19-20)

Lee Cary (Chekki, 1979: 35-36) suggests that some of the basic concepts of community development are coming under increased questioning. The concept of concensus, broad-based citizen participation, and the relative importance of task and process are being examined. It is not that they are wrong, he suggests, but for too long we have tended to apply them as absolutes and have not given sufficient attention to situations in which they do not fully apply.

The above discussion would suggest that, while the Guelph RDOP has established a philosophy of action based on the ideals of Community Development, the fact that C.D. theorists are questioning some of these long-standing ideals in preference for more flexible and adaptive models has implication for Guelph. Such flexible and adoptive approaches would be in keeping with some of the compromises the Guelph RDOP has found necessary and utilized in special circumstances.

In the Guelph RDOP, five steps were seen as basic in linking the University directly with rural communities to achieve project objectives: 1) select suitable pilot areas, 2) establish a responsive, universal presence, 3) undertake needs assessments, 4) respond to needs with study and action projects, and 5) evaluate projects and the process.

ESTABLISHMENT OF A UNIVERSITY PRESENCE

Two different methods were adopted to establish a responsive university presence in the two pilot areas: the evolutionary approach and the structural approach. In Huron County an advisory group (the Huron Committee) was formed comprising University faculty and staff who had an interest in working with the Huron community, RDOP staff members, and officials from the Huron county planning office, to assist the process in whatever way seemed appropriate. Known as the evolutionary approach, (Figure V) the composition of this committee has changed during the duration of the experiment in the county. Representatives of local township councils have been added to the committee as well as the coordinators of the various projects during the periods when they were active. In this way, the Huron County Committee structure is said to have "evolved" gradually over time from one initially dominated by University representatives to one with increasing local community representation.

A structural approach (Figure VI) was adopted in Halton Region. A separate Halton Committee of RDOP was created to plan the initiation of activities in the area. This committee comprised RDOP staff, University faculty, a representative of the Halton Planning Office and a representative of the Regional Council of the Municipality of Halton. In contrast to the Huron pilot area, it was decided to create a local coordinating group within the area as early as possible to fill an organizational vacuum in the northern section of the region and to take responsibility for the determination of priorities within rural development in Halton and to foster the formation of task groups to develop and execute projects in specific subject matter areas of concern to the rural community.

The Rural Development Process in Huron County: An Evolutionary Approach

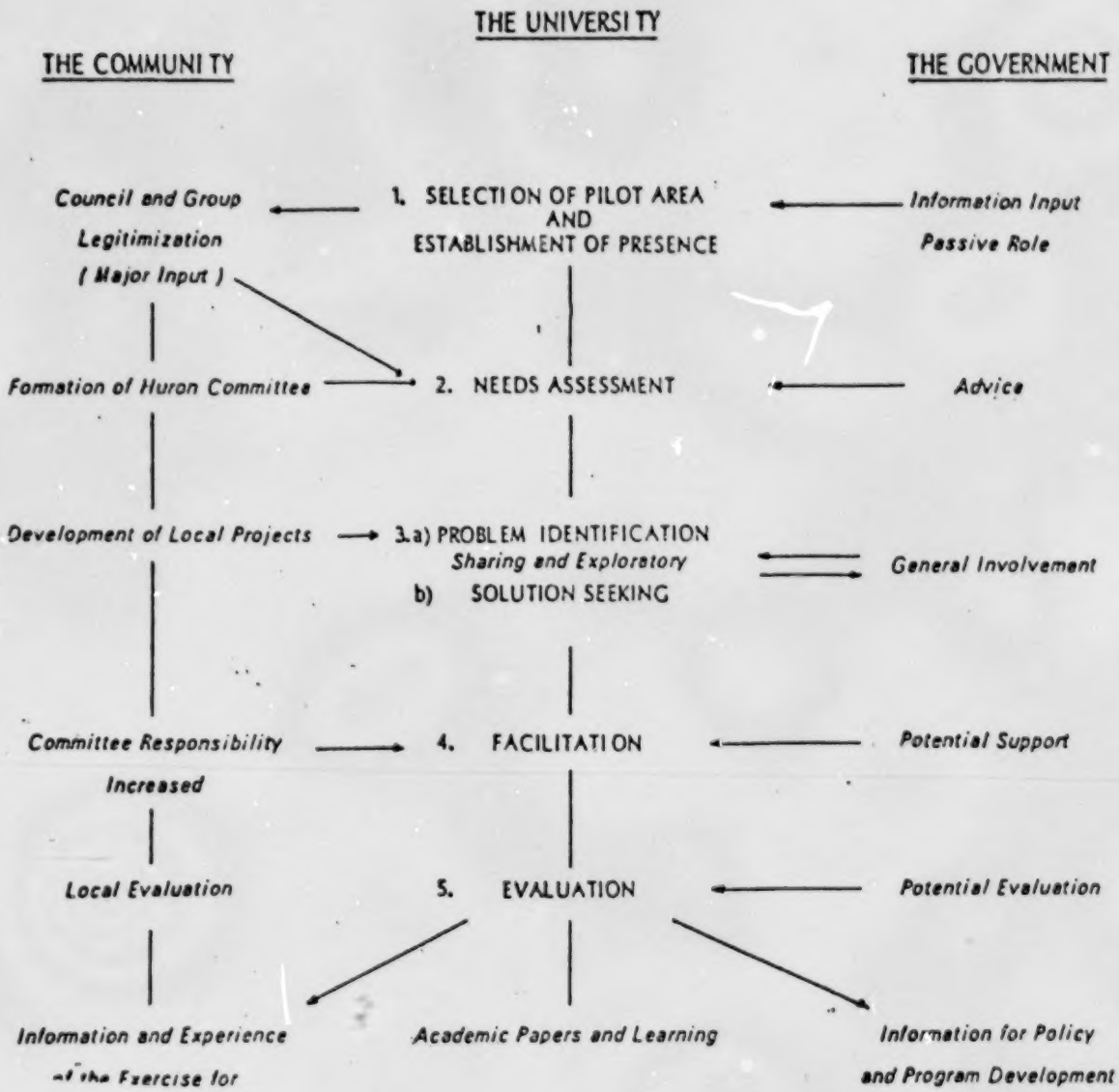
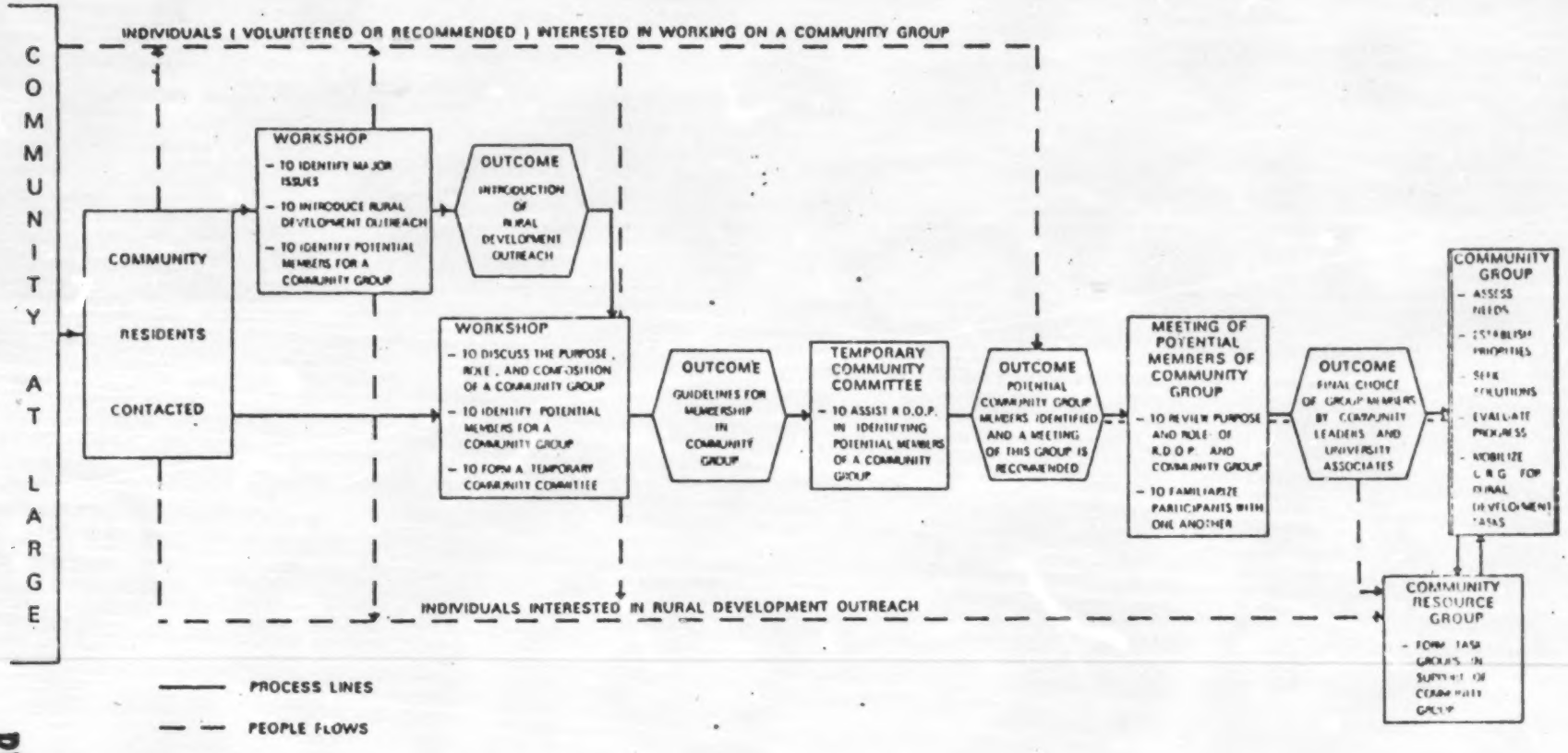


Figure V. From the Cebotarev and Fitzsimons paper.


COMMUNITY AT LARGE
INDIVIDUALS (VOLUNTEERED OR RECOMMENDED) INTERESTED IN WORKING ON A COMMUNITY GROUP
COMMUNITY RESIDENTS CONTACTED
WORKSHOP
- TO IDENTIFY MAJOR ISSUES
- TO INTRODUCE RURAL DEVELOPMENT OUTREACH
- TO IDENTIFY POTENTIAL MEMBERS FOR A COMMUNITY GROUP
OUTCOME
INTRODUCTION OF RURAL DEVELOPMENT OUTREACH
WORKSHOP
- TO DISCUSS THE PURPOSE, ROLE, AND COMPOSITION OF A COMMUNITY GROUP
- TO IDENTIFY POTENTIAL MEMBERS FOR A COMMUNITY GROUP
- TO FORM A TEMPORARY COMMUNITY COMMITTEE
OUTCOME
GUIDELINES FOR MEMBERSHIP IN COMMUNITY GROUP
TEMPORARY COMMUNITY COMMITTEE
- TO ASSIST R.D.O.P. IN IDENTIFYING POTENTIAL MEMBERS OF A COMMUNITY GROUP
OUTCOME
POTENTIAL COMMUNITY GROUP MEMBERS IDENTIFIED AND A MEETING OF THIS GROUP IS RECOMMENDED
MEETING OF POTENTIAL MEMBERS OF COMMUNITY GROUP
- TO REVIEW PURPOSE AND ROLE OF R.D.O.P. AND COMMUNITY GROUP
- TO FAMILIARIZE PARTICIPANTS WITH ONE ANOTHER
OUTCOME
FINAL CHOICE OF GROUP MEMBERS BY COMMUNITY LEADERS AND UNIVERSITY ASSOCIATES
COMMUNITY GROUP
- ASSESS NEEDS
- ESTABLISH PRIORITIES
- SEEK SOLUTIONS
- EVALUATE PROGRESS
- MOBILIZE C.R.G. FOR RURAL DEVELOPMENT TASKS
COMMUNITY RESOURCE GROUP
- FORM TASK GROUPS IN SUPPORT OF COMMUNITY GROUP
INDIVIDUALS INTERESTED IN RURAL DEVELOPMENT OUTREACH
PROCESS LINES
PEOPLE FLOWS

THE STRUCTURAL APPROACH TO FORMATION OF A COMMUNITY GROUP

V. Grimm
M. Armstrong

Figure VI. From the Cebotarev and Fitzsimons paper.

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To achieve the formation of the coordinating group, a series of workshops was structured to introduce the concepts of comprehensive and integrated rural development to Halton citizens, to identify problems and needs in rural Halton as seen by the rural people, to identify resource people interested in working with the project either on an intensive basis or for short periods in association with task groups, to identify criteria for the selection of members of a Halton coordinating committee, and to facilitate the structuring of a procedure for selecting membership into Halton coordinating committee. Feedback of results was disseminated to all participants as the process continued. The workshops were carried out in a two-phase series at the conclusion of which a working committee of some twenty individuals who were recommended and had expressed interest was appointed. This group then finalized the creation of the coordinating group which came to be known as the Halton Community Pulse Group. Because of the deliberate structured nature of the selection process for this group, the Halton Process is referred to as the "structural" approach in contrast to the Huron "evolutionary" process.

The Halton Community Pulse Group, finally structured, comprised fourteen individuals from across the rural area, representing a cross-section of farm and non-farm interests, professionals, men, women, young people, and others committed to the good future of Halton. Unlike the Huron experience, the Halton Community Pulse Group (CPG) was from the onset a community based group with only two university representatives on it.

In both the Huron and Halton pilot areas, a significant factor in placing the university in a responsive role has been the appointment of

field coordinators. As community members, the coordinators facilitate interaction between local groups and community personnel in the process of directly linking the resources of the university with the needs of their rural areas.

NEEDS ASSESSMENT

The importance of needs assessment cannot be over estimated in the community development process. Potentially the most opportune time to involve all sections of the community, the needs assessment establishes the 'grass roots' interest and commitment of the Project. It determines the informal leadership and nature of the community and its problem areas in a quantifiable and legitimate manner.

In Huron, an extensive needs assessment was undertaken in 1977 involving a formal community survey, a series of group workshops, and a survey of service agencies in the county. The community survey of 250 households and 640 persons established a baseline of information for the community and an elementary understanding of the self perceived "quality of life" issues in the area. By matching problems and goals from all three needs assessments, an understanding of the key issues in the area was gained.

In Halton, an innovative approach to needs assessment was undertaken. A video tape of individual and community views of rural life in the Region was produced and shown to over 130 rural residents. This audience responded in turn with their own ideas and observations. This process provided a visual record and a secondary response of needs in the Region.

THE INSTITUTIONAL APPROACH

The institutional model of rural development outreach takes as its premise the notion that it may be unrealistic to expect that new institutions (government departments, public service agencies) devoted to rural development can be created and adequately financed. The question is, therefore, whether there are existing institutions which share some of the goals and utilize some of the operating principles consistent with the RDOP concept of rural development (maintenance and improvement of quality of life that is community based, integrated and self sustaining), which may act or enhance their function as agents through which rural development can be furthered.

Two approaches to institutional development were pursued. Both attempted to increase the role and responsibility of the rural element in the decision-making process. One approach employs a legislative means of affecting future rural life (land use planning); the other concerns the coordination of federal and provincial agencies in assisting the development of native communities in northern Ontario.

Public Participation in Rural Planning

In response to a request to evaluate the planning process in Huron county, it was decided to focus on the involvement of the public in order to determine if some new methods of increasing the effectiveness of public participation could be employed.

An extensive period of assessment of the already well-established public participation program led to the design of a community-led approach. It was learned that the community requires information for planning well in

advance of the formal participation phase, and that when organized into small local groups the key issues and interests of the public can be mutual. Re-introducing the 'farm forum' concept in the planning context and promoting local organization of meetings, leads to better and more informed participation at the formal public meetings. Such preparations are low cost and are not time-consuming for the Planning Agency. Responsibility for the public information and debate should lie jointly with the Municipal Council and local groups such as the Federation of Agriculture, Women's Institute, etc.

In promoting this approach, a great deal of learning devolved to the community, and to the University. Three Masters theses were completed, together with faculty papers and reports. There are 4 different audio-visual materials available for public and municipal use. These materials are currently being tested by the Huron County Planning Department.

By working with institutions (local council and planning agencies), improved opportunities for effective public involvement can be brought about, and local plans will have the support and understanding they require to ensure a good rural future.

A Coordinated Approach to Service Provision in Northern Ontario

The Moose Factory Island servicing project illustrates an institutional route to rural development. The emphasis is on widening the understanding of the rural development needs of a community by a group of government agencies and by promoting local representation on joint government bodies. By promoting the concept of community education, information sharing and involvement, the community can participate more effectively as

a partner with governments in the decision-making which directly affects the quality of their lives.

The Department of Indian and Northern Affairs and the Moose Factory Band recognized the urgency of developing solutions to the health problems created by inadequate provision of water and proper sewage disposal on the island. This led to the involvement of the University of Guelph through the RDOP in 1978. An interdisciplinary Advisory Committee was set up on campus to:

> direct the work of two project coordinators in order to develop a model which defines the 'ideal approach' at the least possible cost to the overall/entire problem of municipal servicing for the developable area of Moose Factory Island.

In its Report, the committee identified three alternative solutions to the problem and recommended a Comprehensive Approach which included an integrated system of sewage collection and treatment and provision of potable water, together with improved drainage, fire protection, roads and solid waste disposal.

The Report emphasized:

1) mechanisms to achieve coordination between the federal and provincial agencies responsible for the island and between governments and the island community.

2) alternative means for developing an on-island representative institution which would have legal status.

3) methods of improving the two-way information flow and island community participation in decision-making.

These would contribute not only to the immediate objective of municipal servicing but also to a broader goal of community development.

THE CENTRE-PERIPHERY MODEL AND THE ROLE OF THE UNIVERSITY

The "centre-periphery" model of action and organization as outlined by Donald A. Schon (Schon, 1970: 80-115) is instructive as it pertains to the development and diffusion of knowledge by the university. This model rests on three elements:

1. The innovation to be diffused exists, fully realized in its essentials, prior to its diffusion.
2. Diffusion is the movement of an innovation from a centre out to its ultimate users.
3. Directed diffusion is a centrally managed process of dissemination, training and provision of resources and incentives.

The effectiveness of a centre-periphery system depends: 1) upon the number of points at the periphery, 3) the length of the radii or spokes through which diffusion takes place, and 4) the energy required to gain a new adoption. The scope of the centre-periphery system varies directly with the level of technology governing the flows of men, materials, money and information. Finally, the scope of a centre-periphery system depends on its capacity for generating and managing feedback from the periphery back to the centre.

An elaboration of the centre-periphery model is the proliferation of centres to extend the limits and overcome the sources of failure inherent in the simpler model. The county agricultural representative and his local office as an extension of the Provincial Office is an example of the proliferation of centres. The effect is to multiply many-fold the reach and efficiency of the diffusion system. The model of the proliferation of centres makes the primary centre (The University or Provincial Government Offices) a trainer of trainers.

Learning-Systems:- But Schon suggests that, while the centre-periphery model remains the traditional mode of operation for programs of diffusion, changes in mass communication permit alternative diffusion patterns. Also, situational differences at the periphery may result in a mismatch vis-a-vis the centre and the periphery. The systems pressure for uniformity at the periphery meets counter-pressures for local participation, autonomy and control by the users. Schon advocates the evolvement of learning systems which permit diversity at the periphery which convert the centre to an entrepreneurial role. The centre may no longer formulate and promulgate a central message. Rather, the centre sets out to help peripheral systems transform themselves and to connect them with each other, prodding them to develop evaluative processes conducive to learning and linking them in learning networks.

The writer would like to think that the role of the Guelph RDOP has been to develop learning centres (or learning cells in Friedman's terminology) which, while maintaining links to the centre (the university) are highly adaptive learning systems in and of themselves. There has also been some effort in the direction of developing learning networks as related groups are brought together (including representatives of the Huron and Halton pilot areas) to compare notes and make appropriate adaptations.

CONCLUDING STATEMENT

The above discussion of some of the theoretical approaches relevant to the Guelph RDOP is by no means exhaustive. It is a beginning which can be adapted and expanded over the next year as the evaluation of the Project proceeds.

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